

REPORT
OF THE
ROYAL COMMISSION
ON
CONDITIONS IN THE PILOTAGE DISTRICTS OF
VANCOUVER, VICTORIA, NANAIMO
AND NEW WESTMINSTER



OTTAWA

J. DE LABROQUERIE TACHÉ
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1919

[105]

REPORT of the Royal Commission appointed to inquire into and Report upon the conditions in the Pilotage Districts of Vancouver, Victoria, Nanaimo and New Westminster, and to recommend, if necessary, any changes found desirable therein.

1918.

MONTREAL, November 6, 1918.

To the Honourable

C. C. BALLANTYNE, M.P.,

Minister of Marine and Fisheries,
Ottawa.

HONOURED SIR,—We have the honour to submit to you the following report in connection with pilotage on the British Columbia coast, as a result of our investigations into same.

We held the first open sitting for the purpose of obtaining evidence with respect to this question in Vancouver, on May 22, 1918, continuing at that Port on May 23 and 25; then proceeded to Victoria, where oral evidence was heard on May 27, 28 and 29, after which sitting was held for the same purpose in Nanaimo on May 30, 1918. We then returned to the mainland, and held a sitting in New Westminster on June 4, and a final open session in Vancouver on June 5, 1918.

In the course of the open sessions above mentioned, sixty-nine witnesses were examined, including the pilotage commissioners of the respective districts as at present constituted, steamship owners, steamship agents, representatives of the various Boards of Trade, shipmasters, Government officials and pilots, as well as the Vancouver Harbour commissioners, the port warden and acting harbour master of Vancouver, and the harbour officials of Victoria and Nanaimo.

Among those appearing before the commission were Messrs. J. C. Irons, of the Australian and New Zealand Shipping Company; John Eadie, of the Vancouver Board of Trade; F. R. Lucas and Alderman Hamilton, of the Vancouver Civic Committee; D. M. Cameron, of the Blue Funnel Line; M. A. Thorburn, of Messrs. Balfour, Guthrie & Co.; J. A. Fullerton, and W. D. Harvie, commissioner and secretary, respectively, of the Vancouver Harbour Commission, at Vancouver; J. J. Shallcross, Beaumont Biggs and George McGregor, of the Victoria Board of Trade; Captain G. E. L. Robertson, agent of Marine and Fisheries; W. M. Allan of Messrs. R. P. Rithet and Co.; Captain Troup, of the Canadian Pacific Coast Steamship Services, and Captain Mowatt, of the Imperial Munitions Board, at Victoria; John F. Doyle and John Shaw of the Nanaimo Board of Trade, and M. C. Ironsides, of the Border Line Transportation Co. at Nanaimo; and A. W. Gray, Mayor of New Westminster, as well as secretary of the Board of Trade at that Port, and D. E. Mackenzie, of the New Westminster Board of Trade.

Your commissioners wish to record their full appreciation of the cheerfulness and willingness displayed by the many witnesses who appeared before them, in testifying, as well as the apparent desire to acquaint the commission with every information, and the assistance which they have given in every respect.

The pilotage system of British Columbia probably originated during the rush to the gold diggings on the Fraser river in 1858, during the regime of the Hudson's Bay Company, at which time Governor Douglas established rules and regulations for the navigation of the Fraser river. The first pilot licenses issued were for the district of New Westminster and Yale. In 1879 a new authority was established which embraced the districts of Victoria, Burrard Inlet, New Westminster and Nanaimo. In 1907 the districts of Vancouver and New Westminster were placed under separate commissions, as at present constituted.

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VANCOUVER PILOTAGE DISTRICT.

The commission opened its sittings in respect of the Vancouver Pilotage district, in the court house at Vancouver, on May 22, 1918, continuing same on May 23 and 25, and after completing its inquiries in the other pilotage districts, the commission held a final sitting in Vancouver on June 5, 1918.

Your Commissioners also took advantage of an offer to visit the pilotage office and station of the Vancouver pilots, as well as making a tour of the harbour in Company with the chairman and secretary of the Vancouver Harbour commission, and port warden and acting harbour master.

Twenty-four witnesses in all were heard on matters dealing with the Vancouver Pilotage commission, and many exhibits were produced, which entailed careful study and perusal.

The pilotage district of Vancouver embraces the port of Vancouver, Howe sound and Powell river, and extends with jurisdiction to all ports of the mainland coast of British Columbia north of the New Westminster Pilotage district. The limit of the port of Vancouver is inside a line drawn from point Atkinson to the Nun buoy on Spanish bank. The limit of Howe sound is inside a line drawn from point Atkinson to cape Roger Curtis and from cape Roger Curtis to Popham island and Gower point. The limits of Powell river are inside a line drawn one mile east and one mile west of the mouth of Powell river, and extending one mile seaward.

The following are copies of the annual statements of receipts and expenditures of the Vancouver Pilotage district for the years 1913, 1916 and 1917:—

1913.

Gross pilotage earnings, January 1 to December 31, 1913.. . . .		\$43,433 33
Pilots' salaries, 1913.. . . .	\$27,041 99	
Office expense account, 1913.. . . .	1,352 90	
Expenses, pilot station, Port Atkinson—		
Salaries of staff.. . . .	\$2,030 00	
Provisions.. . . .	1,252 19	
Boat and station supplies, operating.. . . .	792 10	
Repairs and renewals.. . . .	297 80	
Insurance.. . . .	266 00	
Rent.. . . .	88 00	
	4,726 09	
Pilots' travelling expenses (hotel and waiting at Victoria).. . . .	6,262 75	
Telegrams and telephones.. . . .	608 75	
Sundries.. . . .	451 10	
Balance December 31, 1913.. . . .	2,990 41	
	<u>\$43,433 33</u>	<u>\$43,433 33</u>

1916.

Gross pilotage earnings, January 1 to December 31, 1916.. . . .		\$47,812 88
Pilots' salaries, 1916.. . . .	\$30,717 03	
Office expense account, 1916.. . . .	1,650 90	
Expenses, pilot station, port Atkinson—		
Salaries of staff.. . . .	\$1,631 93	
Provisions.. . . .	1,200 00	
Boat and station supplies, operating.. . . .	517 49	
Repairs and renewals.. . . .	555 55	
Insurance.. . . .	252 00	
Rent.. . . .	18 00	
	4,174 97	
Launch account, Victoria.. . . .	865 25	
Pilots' travelling expenses (hotel and waiting at Victoria).. . . .	6,272 30	
Telegrams and telephones.. . . .	625 39	
Sundries.. . . .	373 67	
Balance December 31, 1916.. . . .	3,130 37	
	<u>\$47,812 88</u>	<u>\$47,812 88</u>

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1917.		
Gross pilotage earnings, January 1 to December 31, 1917.. . . .		\$45,465 01
Pilots' salaries, 1917.. . . .	\$28,469 30	
Office expense account, 1917.. . . .	1,599 25	
Expenses, pilot station, port Atkinson—		
Salaries of staff.. . . .	\$1,621 04	
Provisions.. . . .	1,200 00	
Boat and station supplies, operating.. . . .	545 66	
Repairs and renewals.. . . .	111 08	
Insurance.. . . .	298 13	
Rent.. . . .	54 00	
	<hr/>	3,829 91
Launch account, Victoria.. . . .	1,320 00	
Pilots' travelling expenses (hotel and waiting at Victoria).. . .	6,291 00	
Telegrams and telephones.. . . .	574 85	
Sundries.. . . .	433 45	
Balance December 31, 1917.. . . .	2,947 25	
	<hr/>	\$45,465 01
		<hr/>
		\$45,465 01

The gross earnings for 1913, 1916 and 1917 amounted to \$136,711.22, while the pilotage received \$95,296.35, giving an annual average amount paid to each pilot of \$4,143.32; also an average expense paid to each pilot of \$818.51, or a grand average paid to each pilot of \$4,961.83.

This is after deducting the secretary's salary, cost of stations, provisions, boat hire, office expenses, repairs and renewals, insurance, rent, telegrams and sundries.

The total expenses, including the travelling allowances to pilots, come to about 34 per cent of the gross pilotage earnings for the three years.

There was no protest from pilots; but the commercial interests appeared to be unanimous that some change was necessary in the administration.

The pilots gave the commission every assistance and it appeared that they would welcome some solution of the difficulty, which they felt, from the agitation amongst the different commercial interests, cast reflections on them.

The shipping bureau of the Vancouver Board of Trade made strong representations and valuable suggestions as to the necessity of certain changes for the improvement of the British Columbia Pilotage service.

Recommendations were submitted in a memorandum to the royal commission dated May 22, 1918, to the effect that it would be in the best interests to consolidate the pilotage authorities of Vancouver, Victoria and Nanaimo.

This contention, as far as the evidence at Vancouver is concerned, was well supported, even by the pilots, the only objection which appeared to be raised being from the local pilotage commissioners, who appeared to be very anxious to retain office.

Your commissioners had to return to Vancouver to obtain further information. We are also appending to our report the relative port charges at Vancouver, as compared with the ports of Puget sound to the south. The only other charge that the commercial interests appear to fear is the sick mariners' dues, which is 4½ cents per ton per year as compared with the tonnage dues in Seattle.

Here it might be opportune to point out the hardship in connection with the imposition of the sick mariners' dues. If this tax were abolished and the United States vessels were permitted to enter the Pacific coast, or other ports in Canada, in view of the suspending clause in the United States tonnage tax law, which permits the president to suspend the tonnage duty on vessels from any country giving reciprocal privileges, some good might result.

Here is an instance where Canadian vessels are taxed going into the United States ports at the rate of 30 cents a ton per annum because Canada charges them sick mariner's dues of 4½ cents when they come to Canadian ports. This privilege has now been in application in so far as the Great Lakes are concerned, and vessels from Ontario have been exempt from this tax a number of years, and it has been felt that Ontario having this privilege and other provinces not having it, that a discrimination exists. We simply direct your attention to this.

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VICTORIA PILOTAGE DISTRICT.

The commission proceeded to Victoria from Vancouver, commencing its sittings in Victoria on May 27, continuing same on May 28 and 29, 1918, making a tour of the pilotage district of Victoria and Esquimalt during the morning of May 28, 1918, in company with the Victoria Pilotage commissioners and pilots.

The pilotage district of Victoria embraces the ports of Victoria and Esquimalt and William's Head Quarantine station.

The limits of this port for speaking vessels bound into either harbour are a line drawn from William's Head to Trial island, bearing N.E. and S.W. magnetic.

The limit of Victoria harbour is a line drawn from Clover point to Brotchy head, bearing W. by S. $\frac{1}{2}$ S. magnetic.

The limit of Esquimalt harbour is a line drawn from Brotchy head to Fisguard lighthouse bearing W. by N. magnetic.

Taking the gross receipts for 1913, 1916 and 1917, which amount to \$54,221, the four pilots of this district received \$34,054.38, giving an average for the three years of \$2,837.85 for each pilot, the average expenses of office per man for each of the three years amount to \$673.30 and the average expenses per man for boat comes to \$1,006.24, making a grand average per man of \$4,514.39.

NANAIMO PILOTAGE DISTRICT.

Your commissioners heard evidence in respect of the Nanaimo Pilotage district in Victoria, where six of the pilots of this district have their permanent residence, on May 28 and 29, 1918, and during the afternoon and evening of the latter date proceeded to Nanaimo by water, accompanied by two of the Nanaimo pilots, thus availing ourselves of the opportunity of becoming acquainted with this section of the Nanaimo Pilotage district.

In Nanaimo, on May 30, your commissioners obtained the evidence of the Nanaimo Pilotage commissioners, representatives of the Nanaimo Board of Trade and shipping interests, as well as some of the pilots.

The pilotage district of Nanaimo extends to all parts of Vancouver island, and islands adjacent thereto, excepting the ports of Victoria and Esquimalt. The ports of the pilotage district of Nanaimo are as follows:—

- Port of Nanaimo and Departure bay,
- Port of Ladysmith,
- Port of Comox and Bayne sound (Union bay),
- Port of Chemainus,
- Port of Crofton,
- Port of Cowichan.

The harbour limits for speaking vessels bound to Nanaimo and Departure bay are outside a line drawn from Schooner point, Gabriola island, to Lighthouse island, and from Lighthouse island to Horsewell bluff, Vancouver island.

The limits for speaking vessels bound to Ladysmith, Chemainus or Crofton are outside a line drawn from Schooner point, Gabriola island, to Lighthouse island, and 61 E. and N. 61 W. magnetic.

The limits for speaking vessels bound to Comox and Bayne sound (Union bay) are outside a line drawn from Yellow island to the shore of Vancouver island bearing N. and S. magnetic.

The limits for speaking vessels bound to Cowichan are outside a line drawn from Separation point to Cowichan head bearing S.W. by S. $\frac{1}{4}$ S. and N.E. $\frac{1}{4}$ N. magnetic.

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The gross receipts for pilotage in the Nanaimo Pilotage district for the years 1913, 1916 and 1917, amounted to \$72,297.56, the seven pilots received \$46,335.48, making an average of \$2,206.49 for each pilot for the three years, while the average expenses of the Nanaimo office for the three years amount to \$205.40 for each pilot, the average travelling expenses of each pilot for the same period to \$640.75, and the average expenses of pilot boats and stations of the district was \$404.46 for each pilot, making a grand average per pilot of \$3,457.10.

NEW WESTMINSTER PILOTAGE DISTRICT.

On June 4, 1918, your commissioners journeyed to New Westminster where the testimony of the New Westminster Pilotage commissioners and secretary, mayor of New Westminster, and secretary of the New Westminster Board of Trade, as well as its duly appointed representative, also the only pilot in the district, was obtained.

The ports of the pilotage district of New Westminster include the ports of New Westminster and Steveston, as well as the several way landings on the Fraser river.

The district of New Westminster is somewhat exceptional as compared with the other pilotage districts on the British Columbia coast, as it is governed by local conditions which do not affect the other districts, and as the revenue derived from pilotage in this district is not sufficient to pay the necessary expenses of maintaining a pilot the municipal authorities of New Westminster have assumed this charge, and pay the only pilot of the district a monthly salary, while whatever receipts there are from pilotage are turned over to the city of New Westminster by the pilotage commission, after deducting the necessary expenses incurred by the said commission.

While the annual pilotage receipts have never yet balanced the amount paid in salary to the pilot in this district, the city of New Westminster appears to be very anxious and willing to maintain the pilot under the existing arrangements, feeling that, all circumstances considered, it is a good investment for the city.

The representatives of the city of New Westminster and the New Westminster Board of Trade urged the necessity of keeping one pilot for this district, owing to the peculiar conditions existing in the river, and that such pilot should be a resident of New Westminster.

Your commissioners desire to point out the amounts expended in connection with the maintenance of pilot boats, offices, stations, salaries of secretaries, and other assistants, as well as the travelling expenses of the pilots of the Vancouver, Victoria, and Nanaimo Pilotage districts.

In taking the figures for the years 1913, 1916 and 1917, for which copies of annual statements were handed to your commissioners, we find that the expenses of the pilot station at Skunk cove—Point Atkinson—pilot boat at Vancouver, and for use of launch of Nanaimo pilots at Victoria for Vancouver pilots, amounted to \$4,726.09 in 1913; \$5,040.22 in 1916, and \$5,149.91 in 1917.

For the maintenance of pilot boat of Victoria for Victoria pilots, the following sums were paid, \$3,870.55 in 1913; \$4,155.16 in 1916 and \$4,061.27 in 1917.

For the Nanaimo Pilotage district the expenses of the pilot station and launch at Victoria, pilot station and boat hire at Nanaimo, amounted to \$1,671.93 in 1913; \$2,450.54 in 1916 and \$4,371.24 in 1917.

In addition to the foregoing amounts, the office expenses, sundries, telegrams, etc., of the Vancouver pilots, were \$2,412.09 in 1913; \$2,652.96 in 1916 and \$2,607.55 in 1917.

For the Victoria Pilotage district for the same purpose, the following sums were expended, \$1,190 in 1913; \$1,132.46 in 1916 and \$1,024.02 in 1917, in addition to paying \$1,962.20 in 1916 and \$1,743.19 in 1917 to the Patriotic Fund.

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The office expenses, etc., in the Nanaimo Pilotage district amounted to \$1,104.11 in 1913; \$1,446.58 in 1916 and \$1,762.66 in 1917. Then the travelling expenses of the pilots of these districts must also be taken into consideration. In 1913 the travelling expenses of the Vancouver pilots amounted to \$6,262.75; in 1916 to \$6,272.30 and in 1917 to \$6,291.00, while those of the Nanaimo pilots amounted to \$4,205.00 in 1913; \$4,480 in 1916 and \$4,470 in 1917.

A review of the above figures shows a total of expenses for pilot boats, stations, etc., in the three districts, was \$10,268.57 in 1913; \$11,645.92 in 1916 and \$12,582.42 in 1917, and a grand total of \$35,496.91, giving an average of \$11,832.30.

The total of office expenses, sundries, etc., including the Patriotic Fund allowance in the Victoria Pilotage district, was \$4,706.20 in 1913; \$8,194.20 in 1916 and \$7,137.42 in 1917, for a grand total of \$20,037.82, making an average of \$6,679.27.

The total of the travelling expenses of the Vancouver and Nanaimo pilots was \$10,467.75 in 1913; \$10,752.30 in 1916 and \$11,761 in 1917, for a grand total of \$32,981.05, making an average of \$10,993.68 for each year, exclusive of the Victoria pilots in this instance.

This makes a total expense in the three districts, in 1913, of \$24,442.52; in 1916, of \$20,592.42 and in 1917, of \$32,470.84, for a grand total of \$77,505.78, giving an average expense of \$25,835.26 for each year.

The gross earnings in the three pilotage districts of Vancouver, Victoria and Nanaimo in 1913 were \$78,180.66; in 1916, \$93,032.94, and in 1917 were \$93,434.70, giving a total of \$265,648.30, or an average of \$88,549.43.

Figuring this out it shows that the average expenses of the three districts, combined for the three years mentioned, equalled 34 per cent of the gross earnings of the three districts for this period.

The pilots of the various pilotage districts on the British Columbia coast have been found by your commissioners to be a very fine body of men, each and every one possessing master's certificates, some of them for the coasting trade and some foreign going.

It seems that the navigators on this coast look forward to admission to the pilotage service in the light of promotion from the coasting services, and many of the present pilots have been in command of the best passenger vessels on the coast, and all of them are capable of piloting vessels in any of the pilotage waters in British Columbia, although they are now confined to their respective districts.

There is one pilot in each of the pilotage districts of Vancouver, Victoria and Nanaimo, seventy years of age or over at the present time. It is plainly evident that there is no necessity of maintaining an apprenticeship system on this coast, as there are no doubt many of the local navigators who are eligible to become pilots whenever vacancies occur in the ranks.

Evidence was submitted by the Union Steamship Company of an instance where one of the regular liners inward to British Columbia, and calling at the ports of Victoria, Vancouver and Nanaimo, paid \$584 in and out. This is one case.

Messrs. Dodswell and Company, agents for the Blue Funnel Line submitted a similar case, viz: *Tyndareus*, on a voyage to Victoria, Vancouver and Union Bay, paid \$514.69. The latter vessel was only bringing part cargo for British Columbia ports. In the case of the *Tyndareus*, the owners of this vessel stated, and enclosed a memorandum showing the established pilotage rates on Puget sound, where this line employs a licensed pilot at a monthly salary. There were also representations made from the coasting services asking that certain privileges be granted to masters of Canadian registered vessels trading regularly to the respective ports in British Columbia.

There has been considerable discussion among the various interested parties, Boards of Trade, local pilotage commissions and shipping interests, in the past, with respect to an amalgamation of the pilotage districts on this coast; but in each

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instance it appears that it has been considered advisable to leave the New Westminster Pilotage district as it is at present, or at any rate not to bring it directly under any consolidation scheme which might be adopted, principally owing to the peculiar conditions existing in connection with this district, and to it having only one pilot, who is required to be constantly in touch with conditions in the river.

A joint meeting of delegates from the Boards of Trade, in conjunction with the representatives of the pilotage authorities of Vancouver, Victoria and Nanaimo, was held in Nanaimo on February 27, 1918, for the purpose of discussing the proposal of the centralization of the several pilotage authorities with the Minister of Marine as the pilotage authority, and the following resolution was passed unanimously by the representatives of the Boards of Trade, and subsequently endorsed by the respective Boards of Trade:—

“That this joint meeting of representatives of the Nanaimo, Vancouver and Victoria Boards of Trade, recommend that a local central pilotage authority be established, consisting of an equal number of representatives of the ports of Vancouver, Victoria and Nanaimo, it being a fundamental condition that any reduction in rates be a proportionate reduction of the rates being respectively charged in the various districts, and if at any time higher rates are proposed for any port than those now being charged, such port, on the joint application of the city council and the Board of Trade, should be formed into a separate pilotage authority, and further that in view of local conditions, and further that this resolution be carried subject to the confirmation of the respective Boards of Trade.”

When your commissioners made the suggestions for consolidation of the different districts under the honourable the Minister of Marine and Fisheries, as pilotage authority, who would appoint a qualified officer to supervise the pilotage on the British Columbia coast, as superintendent of pilots, such officer to have control as direct representative of the minister, it appeared to meet with the approval of the various commercial interests, of the respective districts, as well as the pilots; but the different local pilotage commissioners were not particularly in accord with the plan.

The Victoria Board of Trade approves of the above proposal providing that there is a reduction in rates and that such reduction be proportionate, so that Victoria will not lose the natural advantage it claims to have through its geographical position.

Any objection that exists so far as Nanaimo is concerned will also cease so long as there is no increase in rates.

The consolidation plan outlined by your commissioners included the adoption and establishment of a central pilot station at Williams' head, or in Victoria with a station at Williams' Head.

The respective Boards of Trade also seem to feel that representatives of the various districts should form the pilotage authority and appoint a superintendent.

RECOMMENDATIONS.

Your commissioners have the honour to recommend as follows in respect of pilotage on the British Columbia coast:—

1. That the pilotage districts of Vancouver, Victoria and Nanaimo, as at present constituted, be amalgamated and form one district, with the Minister of Marine and Fisheries as the pilotage authority.

2. That the Minister of Marine and Fisheries should appoint a master mariner, with sea-going experience, as superintendent of pilots for the above district. Such superintendent should not at any time have been a pilot for any of the above districts; but should be conversant with local conditions.

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3. That such superintendent should organize and administer the affairs of this district, and be directly responsible to the Minister of Marine and Fisheries.

4. That qualified assistants be provided to assist the said superintendent at the different principal ports in the district, such as Vancouver, Victoria and Nanaimo, to receive reports from the pilots, convey the orders of the superintendent, and delegate the pilots to the ships requiring them.

5. That the headquarters of such superintendent should be at Victoria.

6. That the principal station for boarding all vessels in the district be situated at Williams' Head, where a suitable building should be erected for this purpose, and proper boat or boats maintained for the use of all pilots.

7. That an advisory committee be appointed composed of one member from each of the Boards of Trade of Vancouver, Victoria and Nanaimo, and one representative of the pilots, to consider and make representations to the minister, through the superintendent, on any matters relating to the rates of pilotage or shipping conditions which they may deem necessary, such committee to act solely in an advisory capacity, and to have no administrative power.

8. That the pilotage station at Skunk Cove be immediately discontinued, as well as the maintenance of the duplication of pilot launches at Victoria.

9. That the present fifteen pilots of the respective districts under the age of seventy years become pilots of the proposed consolidated districts, and granted licenses as such.

10. That any license granted to a pilot after reaching the age of 65 years be at the discretion of the minister.

11. That all pilots be compulsorily retired at the age of 70 years.

12. That the system in vogue in the Quebec and Montreal Pilotage districts be adopted, as set forth in by-law 16 of the Montreal Pilotage district, which requires all licensed pilots to undergo each year an examination as regards eyesight, colour blindness and hearing, before a medical officer and an officer of the Department of Marine, both selected by the minister, and that sight tests shall be the same as those passed by candidates for masters and mates certificates.

13. That upon a pilot reaching the age of 65 years he be required to pass the test provided for in recommendation 12 semi-annually until he attains the age of 70 years, when he shall be compulsorily retired.

14. That no pilot shall be allowed to use intoxicating liquors. That any infraction of this rule be punishable by fine or suspension for the first offence, and dismissal for the second offence.

15. That no intoxicating liquors be permitted to be kept in any pilotage office, or on board any pilot tender, or boat, or at any pilot station. Any infraction of this rule to entail instant dismissal.

16. That no pilot be allowed to perform any pilotage duties outside of his own district.

17. That upon the appointment of the superintendent, as hereinbefore recommended, a new set of by-laws be drawn up and adopted, defining his duties, with provisions for the management and conduct of the pilots, etc., in this district.

18. That public notice be given, in the *Canada Gazette*, or otherwise, when vacancies arise in the ranks of branch pilots in the proposed district, and that an examination of candidates be conducted under proper supervision of an officer of the Marine and Fisheries Department—assisted by a branch pilot—of a standard not lower than that required for a second mate of a sea-going ship, written answers being required to printed questions, and that each candidate be obliged to pass a physical, eyesight and hearing test before final admission to the pilotage service, preference being given to applicants possessing sea-going or coasting certificates, according to grades.

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19. That no person should be appointed, or eligible for appointment as a pilot, who is over forty years of age.

20. That the card system of records at present in use by the Department of Marine and Fisheries in the pilotage districts of Montreal and Quebec be adopted in the proposed district, and that the superintendent see that such is strictly carried out.

21. That the Minister of Marine and Fisheries should create a pilots' pension fund for this district, deducting 7 per cent from the gross earnings for this purpose. That the pilots should each year be asked to appoint one of their number, who, for the time being shall act in conjunction with the superintendent, or other officer of the department, and make any representations to the department which may be necessary from time to time in connection with the administration of such pension fund.

22. That all pilotage dues should be collected by the various collectors or sub-collectors of Customs, and transmitted to the superintendent.

23. That in case of any new ports developing the number of pilots, which is being reduced to fifteen by the retirement of those above seventy years of age, may be increased to meet the new demands. This recommendation can only be put into effect on the advice of the superintendent.

24. That pilots with the permission of the superintendent, should be allowed to give their services to go to any new ports, and that the rates for such services should be twenty dollars per day and expenses until the pilot returns to headquarters, in addition to regular pilotage within the district, the extra allowance counting from time vessel passes outside of the pilotage limits.

25. That after giving consideration to the question of the pooling of the earnings of pilots, your commissioners are unanimous in recommending for your consideration the advisability of placing the pilots on salary, which can better be adjusted to meet local requirements from time to time. In the meantime the proposed rates should produce sufficient revenue to provide a salary of three thousand dollars for each of the fifteen pilots who will be retained, after retiring those over seventy years, besides relieving the public interests of the heavy charges complained of, as well as cover the expense of upkeep of the district, such as boats, salaries, etc.

26. In view of the relatively high earnings of the British Columbia pilots in the past, as compared with pilots of some of the other districts, and the opportunity they have had to provide for their old age, your commissioners cannot recommend the new authority assuming the responsibility of providing for them further.

27. That the present system of charging, and rates of pilotage in force in the pilotage districts affected be repealed, and the following rates be substituted, the payment of pilotage in the gulf being made compulsory, based on the draught of water:—

	Per foot Draught.
Williams' Head to Victoria or Esquimalt, or vice versa.. . . .	0.75
Williams' Head to Vancouver or New Westminster, or vice versa..	3.50
Williams' Head to Nanaimo, Union Bay, Powell River or intermediate ports, or vice versa.. . . .	3.50
Victoria to Nanaimo, Union Bay, Vancouver, Powell River or intermediate ports, or vice versa.. . . .	3.00
Powell River, Union Bay, Nanaimo or intermediate ports to Canadian Gulf Limits, in direction of Port Townsend, or vice versa.	3.50
Vancouver to Nanaimo, Union Bay, Powell River or intermediate ports, or vice versa.. . . .	3.50
Nanaimo to Union Bay, Powell River, or intermediate ports, or vice versa.. . . .	3.50
(Intermediate ports include ports on Vancouver Island between Union Bay and Victoria, and on mainland between Powell River and Vancouver.)	
Movages in harbours.. . . .	10.00 each shift.

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The above rates to include placing ship in her berth in harbour.

Where a pilot is required to go to ports north of Powell River, or Union Bay, in addition to the usual pilotage at the above rates to the pilotage limits, \$20.00 per day and expenses.

COMPARISON OF PRESENT AND PROPOSED NEW RATES FOR PILOTAGE IN BRITISH COLUMBIA.

REGULAR LINERS.

Empress of Russia, 8789 tons.

Victoria—	Present rate.	Proposed.
In at 26'	\$ 75.00 at 75cts	\$ 42.38
Out at 30' 6"		
Vancouver—		
In at 26'		\$ 78.00
Out at 30' 6"	288.78	106.75
		\$184.75
Gulf Pilotage	\$363.78	
		\$227.13

Makura, 4921 tons net.

Victoria—		
In at 24'		
Out at 27'	\$ 72.00	\$ 38.25
Vancouver—		
In at 24'		\$ 72.00
Out at 27'	149.42	94.50
		166.50
Gulf pilotage plus	\$221.42	
		\$204.75

Protesilaus, 6118 tons net.

Victoria—		
In & out at 27'	\$ 49.60	\$ 40.50
Vancouver—		
In at 18'		54.00
Out at 17'	195.36	Out included in rate to Union Bay.
To Union Bay—		
In at 17'		\$ 58.50
Out at 19' 5"		78.25
To Pt. Townsend	188.86	To Can. Limits
		\$136.75
Victoria—		
In & out at 31½	26.60	23.63
	\$460.42	\$254.88

IRREGULAR LINERS.

Tynsarcus, 7171 tons net.

Victoria—		
In & out at 25'	\$ 60.00	\$ 37.50
Vancouver—		
Out at 18'	218.42	55.50
To Union Bay—		
In at 17' 8"		From Vancouver.
Out at 20' 8"		In 17' 8" at \$3.50
To Puget Sound	202.42	Out to Puget Sd. 20' 8" at
		\$3.50
		73.50
		\$136.50
Victoria—		
In & out at 22½'	33.75	48.75
	\$514.59	\$278.28

SESSIONAL PAPER No. 105

Civilian, 5059 tons net.

Victoria—		
In & out at 19'..	\$ 69.56	\$ 28.50
Nanaimo—		
In at 19'..		In 19' at \$3.. \$ 57.00
Out at 19' 3"..	\$139.68	Out 19½ at \$3.50.. 68.25
		(to Vancouver.)
Vancouver—		
In at 19' 3"..		In is in Nanaimo rate.
Out at 20' 3"..	140.68	Out 20' 3" at \$3.50.. 71.75
Gulf Pilotage plus..	\$349.22	\$225.50

Your commissioners desire to take this opportunity of expressing their sincere appreciation of the valuable assistance rendered to the commission by Mr. J. T. Rowan who performed the duties of secretary in an able manner.

We have the honour to be, sir,

Your obedient servants,

THOMAS ROBB,

Chairman.

JAS. S. BALES,

Commissioner.

HENRY PYBUS,

Commissioner.

J. T. ROWAN,

Secretary.



